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ABSTRACT

This analysis focuses on the current patterns of linkage of local and intermediate education districts to State departmnts of education. Most of the literature offers suggestions and recommendations that State education departments increase their role in statewide coordination and in development and implementation of statewide educational policy. An 85-item bibliography of recent literature is included. (RA)

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LINKING SCHOOLS

TO STATE EDUCATION DEPARTMENTS

Analysis of Literature
and
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FOREWORD

In mid-June 1970 the Clearinghouse received an urgent request from Central ERIC in the U.S. Office of Education to prepare selected bibliographies and brief analyses of literature on eleven critical topics related to school organization and administration.

The bibliographies and analyses were required by USOE's National Center for Educational Research and Development (formerly the Bureau of Research) in planning its new program of directed research and development. School organization and administration is one of four areas of education chosen by the center to receive concentrated research and development assistance. The others are reading, early childhood, and vocational education.

Through a joint effort the Clearinghouse staff completed the bibliographies and analyses for shipment to USOE by July 2, the deadline date.

The analysis and bibliography combined here focus on (1) current patterns of linkage of local districts to state education departments--intermediate units for regulation or serivces, direct linkage between state and local units, etc., (2) evidence of effectiveness and cost-benefits of such linkages in states having differing sizes, resources, statutory provisions, etc., and (3) proposed, developing, or potential types of state-local arrangements.

The literature cited in the bibliography and analyzed in the paper was drawn from a search of the two ERIC index catalogs, Research in Education and Current Index to Journals in Education, and from the following non-ERIC sources: Books in Print, Cumulative Book Index, Educational Index, Public Affairs Information Service, Sociological Abstracts, Social Sciences and Humanities Index, and Book Review Digest. Although the urgency of the request precluded a full and comprehensive search and analysis of the literature, the reviews and bibliographies are intended to assess accurately some of the current developments and emerging trends on the topic.

Many of the documents cited in the bibliography can be ordered from the ERIC Document Reproduction Service. Instructions for ordering these documents are given at the end of the bibliography.

Philip K. Piele
Director

Analysis of Literature on
LINKING SCHOOLS TO STATE EDUCATION DEPARTMENTS

Although there is an abundance of material on this topic, most of the literature offers suggestions as to what should be the role of state education departments, rather than substantive information as to the departments' actual roles. A cursory scanning of recent publications reveals a wealth of material recommending that state education departments expand their role in developing and implementing statewide educational policy. Nevertheless, some works, especially those initiated by state and federal governments, have dealt with specific activities of various state departments of education such as coordination of teacher training programs, teacher certification, development of new policies and methods, and allocation of federal funds. The general theme of most of the studies and articles is that state education departments do not play as great a role as they should in development and implementation of new, innovative educational policies.

In a study concluded four years ago, interviews and questionnaires were administered to various professional educational organizations, fifty state education departments, and five accrediting agencies concerning experimentation and innovation by the public school systems. Beggs (1967) noted that this study revealed that these organizations generally did not encourage innovation, nor did they take a positive stand on innovation and experimentation.

Schweickhard (1967) reported on a study sponsored by state boards of education in eleven states, concluding that few state education agencies have well-developed plans or written policies. In addition, few are aware of the

degree to which they are controlled by other state agencies, and state boards of education have not been aware of their policy decision-making responsibilities.

Actual Activities of State Education Departments

A general bibliography on the powers and practices of state departments of education was compiled by Buser and Humm (1969).

Pearson and Fuller edited a volume, Education in the States: Historical Development and Outlook (1969), that examined the development of the fifty state departments of education to 1967, dealing with such topics as educational reform, teacher certification, finance, and state-local relations. Fuller and Pearson (1969) and Campbell (1967) are related publications.

Colton (1969), reporting on a study conducted in over twenty demonstration centers created by the Illinois Department of Education during the period 1963-65, concluded that the state used such devices as guidelines, contracts, consultants, training programs, conferences, and reports to influence local decisions. A survey of state records, state staff, and over sixty local personnel indicated widespread following of state policy.

Bosley (1969) described the Multi-State Teacher Education Project, a three-year program to strengthen the role of state departments of education in developing the joint responsibilities of local school agencies and teacher institutions for practice teaching.

A good source on school financing is National Education Association, Interdependence in School Finance: The City, the State, the Nation (1968). This work attempted to identify trends and issues in school finance, present state finance programs, and plans for strengthening state-local relationships in urban education.

Morehouse (1969) traced the role of state departments of education in the fifty states concerning international education, while Warner (1969)

evaluated guidance/pupil personnel services in each of the fifty state departments.

Numerous authors refer to the unique educational system of Hawaii, in which the Hawaii State Department of Education plays a dominant role. Hunt (1969) examined Hawaii's highly centralized and simplified educational system and the resulting "high degree of equal opportunity for education and an integration that has not been achieved by any of the other states..."

Nordos (1967) made special note of the innovative practices of the Division of Intercultural Relations of the New York State Education Department, formed under the Educational Practices Act of 1948 to eliminate discriminatory policies of college admissions. Since then the duties of this agency have been expanded to include equal educational opportunity and racial balance at all educational levels. Agency activities include allocating funds to local school districts to promote school desegregation, assistance in development of curricula, inservice training in intercultural relations, and school-community cooperation.

Intermediate Education Districts

Fitzwater (1967) presented a general overview of state-local organizations in various states. He observed that thirty-two states administer their schools through a three-level structure consisting of state education departments, intermediate education districts, and local school districts; seventeen states have a two-level system; while only one state, Hawaii, relies solely on the state education department for educational administration and coordination.

Isenberg (1966) contended that intermediate education districts are moving away from their traditional duties as arms of the state and toward more service-oriented functions, providing special services such as data processing and special education. These units often cover many counties. He further maintained that since local control of education exists only as stipulated by state legislatures, no single clear-cut hierarchy of state, intermediate, and local agencies can be

found among the several states.

Two works dealing with intermediate agencies in Michigan and California, respectively, are Emerson (1967) and Marchus (1963).

Elementary and Secondary Education Act (ESEA)

Numerous publications have dealt with the effects of ESEA, the purpose of which was to provide an appropriate and equal educational opportunity for each student. Egerton (1969) assessed the strengthening of state departments of education due to federal grants under Title V of ESEA, particularly emphasizing the strengthening and upgrading of services of the Texas Education Agency brought about by ESEA grants.

Two U.S. Office of Education publications, Improving State Leadership in Education (1966) and the 1968 report of the Advisory Council on State Departments of Education, provide general summaries of ESEA's purposes, scope, and effects. USOE's The State of State Departments of Education (1969) is a well-organized, detailed study of federal educational aid programs and their impacts on state agencies; this work includes a state-by-state analysis of recent activities of state departments of education.

Howe (1966) noted that although federal expenditures on education have increased greatly, control over schools still rests in state and local agencies.

Suggested Activities of State Education Departments

Briner (1968) argues for long-range educational planning at the state level, stressing seven functions of state departments of education. Miller and Rackley (1967) suggested that teacher preparation can be improved by means other than modifying certification standards, including coordinating teacher education programs and aiding in funding, research, and recruitment. A good general description of what should be the states' responsibilities for educational quality

and scope is provided by the Council of Chief State School Officers (1968).

An interesting proposal was advanced by Benson (1969), who recommended that state ERIC systems investigate information on local schools' problems and report findings back to the locals, hopefully to narrow the gap between research and practice in education.

Numerous articles and studies have recommended stronger state departments of education for specific states. Brooks (1968) noted basic guidelines for educational planning at the state level and related these principles to the state education agencies of Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin. Brooks also included a functional description of the planning process and its structure in state education agencies, plus a bibliography of other publications on educational planning. The Alaska State Department of Education (1968) recommended a strong state department of education to coordinate educational activities of local districts and to develop a planning program, stressing the concept of <u>creative federalism</u>, in which the three governmental levels would operate as equals, each assuming appropriate tasks. The New Mexico State Department of Education (1969) recommended a similar program. Carlson and Kiernan (1966) proposed a unique communications network to be administered by the Massachusetts State Department of Education, including selection, evaluation, and dissemination of information on new innovations in educational practices.

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